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# THE REPORT OF THE INTERDEPARTMENTAL TASK FORCE ON LAND-USE POLICY

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# **LAND USE IN CANADA**

**The Report of the  
Interdepartmental Task Force  
on Land-Use Policy**

**Lands Directorate  
Environment Canada**

**January 1980**



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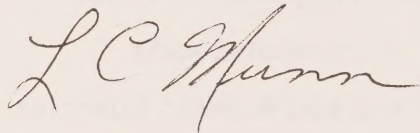
## PREFACE

The Interdepartmental Task Force on Land-Use Policy was established in the fall of 1975 with representatives from sixteen federal departments and agencies. This document is the report of the Task Force. It describes Canada's land characteristics, tenure, use and policies. It also outlines several land-use problems as well as the interest and influence of the Federal Government in land use.

The Task Force Report confirms the importance of land, as indicated by Cabinet in initiating this policy study. It also verifies the strategic role land plays in the national economy and in achieving the nation's social, economic and environmental goals. Finally, it provides recommendations for the consideration of the Federal Government in respect to its activities as they relate to land use in Canada.

I wish to acknowledge the cooperation and assistance received from all those who participated in the work of the Task Force and in the preparation of this report. A list of agencies and participants has been included in the report. I also wish to acknowledge the advice received from each of the provinces which was most useful in the early deliberations of the Task Force.

The report is being published to enhance public awareness of the national perspective of land-use issues and Federal Government perceptions on land-use matters.

A handwritten signature in dark ink, appearing to read 'L.C. Munn', is centered on the page. The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

L.C. Munn, Chairman  
Interdepartmental Task Force  
on Land-Use Policy



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Agriculture  
Canada Mortgage and Housing Corporation  
Consumer and Corporate Affairs  
Energy, Mines and Resources  
Environment Canada  
Finance  
Indian and Northern Affairs  
Industry, Trade and Commerce  
Justice  
Employment and Immigration  
Privy Council Office  
Public Works  
Regional Economic Expansion  
Transport  
Treasury Board Secretariat  
Urban Affairs (to 1978)

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## Chapter 1





# INTRODUCTION

Most of man's activities are based on the land resource. Land is the primary factor in the production of food and fibre, and it is the basis of natural resources; land use is a determinant of the quality of life for present and future generations. The wise utilization and management of the land resource is fundamental to achieving the political, social, and economic goals of a society because land is a source of food, fibre, and shelter and is inherent in the balance of nature. Consequently, the way in which land is used shapes the way in which a society functions.

In recognition of these facts, the Federal Government established a Task Force on Land-Use Policy to assess the federal role in land-use processes and problems. This document constitutes the report of the Interdepartmental Task Force on Land-Use Policy, and as such, it is designed to provide the basis for development of a federal policy on land use.

The report documents the history of land-use policy development in the Federal Government and the federal/provincial consultation process. Based on research undertaken by the Task Force, this report offers an outline of the present status of Canada's land resource and of current trends in its use. A number of land-use issues are identified and discussed in terms of their national significance. Constitutional and jurisdictional considerations with respect to land and its use are then addressed. Emphasis is placed on the role of the Federal Government as it affects land use through its powers, policies, and programs and through its responsibility for the impact of federal actions on land use. The final part of this report presents the recommendations of the Task Force with regard to the development of a federal policy on land use that addresses

the problems and issues within the control of the Federal Government.

## History and Background

In 1974, the Federal Government recognized the importance of land problems in Canada and the involvement of the Federal Government in them, so an Interdepartmental Task Force on Land-Use Policy was established to undertake the following tasks:

- a) the compilation of a list of federal interests in land policy;
- b) the presentation of facts describing Canada's land characteristics, tenure, use, and policies with special emphasis on perceived trends and federal holdings and activities;
- c) the recommendation of a federal position in relation to national objectives as they relate to land;
- d) the analysis of the relationship of national land objectives to areas such as farm ownership, demographic objectives, and food supply;
- e) the evaluation of the best means of developing and coordinating federal and provincial policies, resources, and responsibilities in achieving national land objectives.

The Interdepartmental Task Force on Land-Use Policy consists of 16 Departments and Agencies under the chairmanship of the Department of Environment. In



fulfillment of its mandate, the Task Force undertook several activities. Reports on various aspects of land use were produced by the appropriate departments and agencies to determine the facts, trends, and issues within each land-using sector. These sectors were agriculture, forestry, human settlements (both urban and rural), Indian lands, minerals and energy, recreation, transportation, and wildlife. Major land issues were then examined and conflicts between sectors were identified. At the same time, federal policies and programs were reviewed for their impact on land, and a report was prepared on federal holdings and current federal policies with respect to their management.

After a preliminary list of federal interests in land-use policy was compiled, the Prime Minister wrote to each of the Provincial Premiers seeking nominations of a

minister to discuss the subject of national land problems, objectives, and policies with the Federal Minister of the Environment. All the provinces responded, designating a minister and officials for continuing liaison. In subsequent bilateral discussions with the provinces, there was clear indication that a statement of federal policy on land use was required before further progress in consultation with the provinces could be expected.

On the basis of its research and analysis of the federal role in land issues and on the basis of discussions with the provinces, the Task Force concluded that the Federal Government has a responsibility to establish guidelines for its own activities as they affect the use of land. The Task Force has therefore proceeded to recommend a course of action in establishing a federal policy on land use.

## *Chapter 2*





## THE LAND RESOURCE

Land is defined as the solid portion of the earth's surface and the natural resources related to it, such as vegetation, soils, and minerals. The supply of land is finite, immobile, and diverse. Land has peculiar attributes, and it can be considered both as a resource or as a commodity. The combination of interrelationships between people, resources, and location produces land uses. For the purposes of this paper, any act or practice of employing that solid portion of the earth's surface will be considered a land use.

There is a common misconception that Canada's supply of good land is virtually inexhaustible. Although Canada has 9.2 million square kilometres of land, conditions of climate, topography, soil, and moisture availability limit the amount of land useful for most purposes to a much smaller area. Only 11 percent of the total land area, located adjacent to the southern boundaries of the country, contains nearly all of Canada's population. The 10 percent of Canada's total land area under private ownership is concentrated in this same area. The remaining 90 percent of the land is publicly owned -- 50 percent provincially and 40 percent federally. About 97 percent of Federal Land is north of 60 degrees latitude.

The following sections of this chapter present an overview of the characteristics and use of the Canadian land resource. Listed by major land-using sectors, the sections provide a background that forms a basis for subsequent discussion of the trends and issues in land use affecting the nation.

### Agriculture

One hundred and four million hectares of land in Canada are capable of supporting

agricultural production, and an additional 39 million hectares are considered marginal. This total of 143 million hectares constitutes some 15 percent of the total land area in Canada, somewhat greater than the area of Manitoba and Saskatchewan combined. Of this land, only 45 million hectares or some 5 percent of Canada's land can support field crops as opposed to grazing. The distribution of potential cropland is shown in the figure on the following page. There are only about 4 million hectares that have no significant limitations for crop production, amounting to less than one half of one percent of Canada's land. Canada has less arable land than Western Europe, about a third as much as India and one-seventh as much as the United States.

The 1976 census indicated that approximately 48 percent of the country's potentially arable land was used for cultivated crops and approximately 2 percent for improved pasture. Land with agricultural capability but not currently in use for agriculture is estimated to consist of 9 million hectares of cropland, 13 million hectares of marginal cropland, and 18 million hectares of land suited only for grazing.

Good agricultural land in the country is far from uniformly distributed. There are only 4.4 million hectares of land that have particular qualities which make them uniquely suited to production of certain crops like corn, fruit, tobacco, and most vegetables. This special land is found mainly in southern Ontario, the Annapolis Valley, and the intermontane valleys of British Columbia. The Prairie Provinces contain 71 percent or 32 million hectares of the country's good land (Canada Land Inventory [CLI] agricultural classes 1 to 3).

About 87 percent of Canada's very best farmland (CLI class 1) is located within 160 km of the centres of Canada's 23 largest cities (Census Metropolitan Areas). In fact, 57 percent of all of the country's good agricultural land (CLI classes 1 to 3) is within 160 km of these centres. Fifty-seven percent of all of Canada's class 1 agricultural land is within 80 km of these centres, the maximum extent of most daily commuting. In 1971, 46 percent of Canada's total agricultural production value came from within an 80 km radius of the country's largest cities. In relation to the size of Canada, the amount of land suitable for agriculture is substantially smaller than may be initially perceived.

## Settlement

In 1976, the Canadian population of 22.5 million was distributed in a zone adjacent to the southern border which extends from the Atlantic to the Pacific and is about 200 km wide and 6,500 km long. In 1976, over one half of all Canadians lived in the 23 largest cities, and approximately three quarters of all Canadians lived in the 1,732 urban areas with more than 1,000 inhabitants. Montreal, Toronto, and Vancouver accounted for about a third of the total population.

There are two major concentrations of population. One is a narrow band 1,200 km long extending from Windsor to Quebec which



contains 55 percent of the population, but occupies only 2% of the total Canadian land area. The other is southwestern British Columbia with over 1.3 million people.

The most direct pressure on land by urban areas is the demand for space for urban growth. Between 1971 and 1976, 56 percent of the growth in the nation's population took place in cities with populations greater than 100,000. A study conducted on the 72 urban areas with populations over 25,000 for the period between 1966 and 1971 showed that these centres converted 87,712 hectares of land to urban uses, an area roughly equal to the size of Toronto. Of the total of land converted, 63 percent had a high agricultural capability (CLI classes 1, 2, 3).

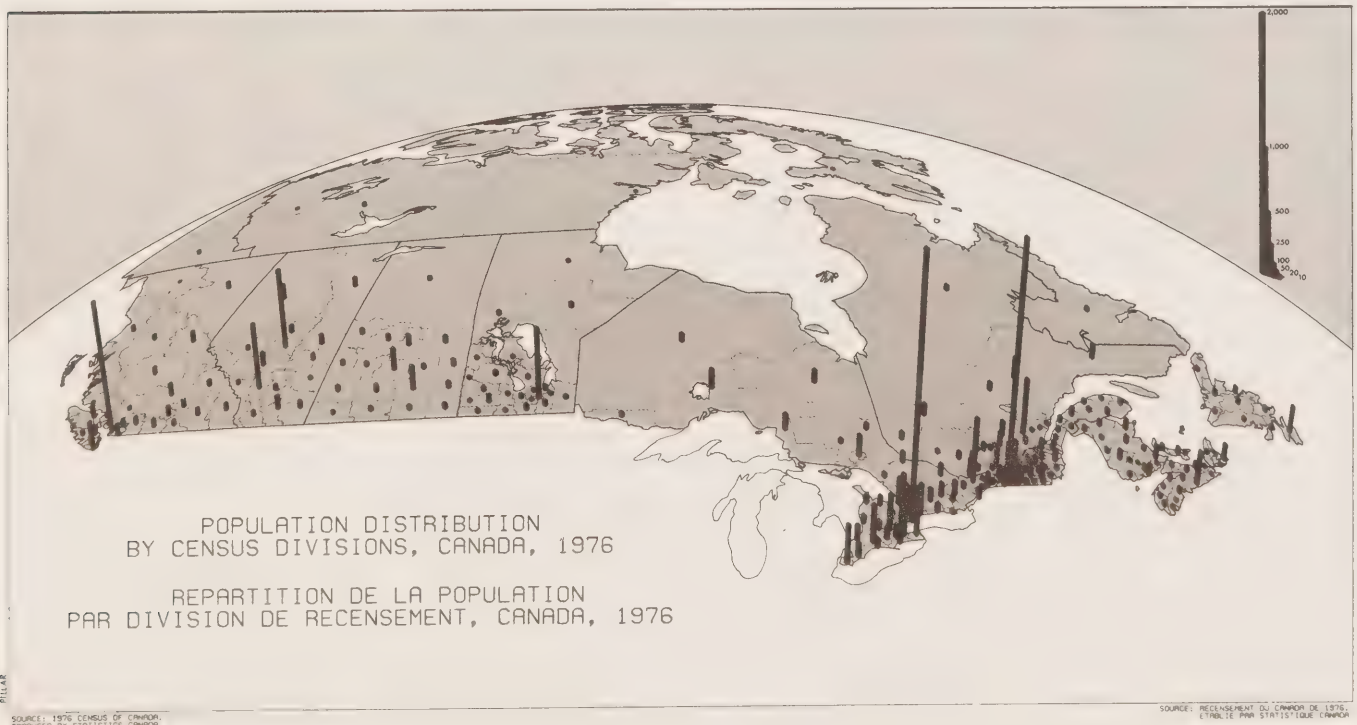
Canada is essentially composed of a series of urban tributary areas, because of the economic strength of urban centres. This results in the urban areas not only occupying part of the land resource, but also in their exerting demands and a large influence on the surrounding land. The urban population generates demands for recreation and transportation on the surrounding land and relies on the land for water, food, and energy. For example, the transportation sector used 2.6 million hectares for streets and highways, 0.6 million hectares for

airports, and 0.5 million hectares for railways. Cities are a significant factor in the process which determines how the nation's land resource is used.

## Outdoor Recreation

As of June 1976, there were 1,880 parks of various sizes held by different levels of government and encompassing 33 million hectares. This land amounts to about five percent of the total area of Canada, with federal and provincial Crown lands comprising the largest part. Although 13 million hectares are contained in National Parks, almost half of this is located within the Yukon and Northwest Territories, far removed from major population concentrations. The remaining parkland is held by municipalities and regional authorities or is privately owned for a number of uses including parks and conservation areas.

Information collected by the Canada Land Inventory (CLI) on outdoor recreation measures the capability of land for intensive recreational use. The measure is based on the quantity of recreation that can be generated and sustained per unit area of land. About one quarter of the country's total land area has potential for recreation, and of the 246 million hectares which were surveyed in the





CLI, only about two percent has high capability for recreation (CLI Recreation 1, 2, and 3). For example, intensive recreational use occurs along shorelines. Shoreline has valuable recreation potential, but its location is important. The CLI records 85,000 km of high capability shoreline which accounts for only 15 percent of all the shoreline on inventory. Only 17 percent of the 232,000 km of shoreline within a 160 km radius of the 23 largest cities was classified as having high recreational capability. A substantial amount of shoreline is already developed publicly or privately for recreation or other uses such as housing or industry, thereby limiting public access in many cases. There is also a wide variation between cities regarding amounts of high capability shoreline. Saskatoon has 211 km of high capability shore whereas Ottawa/Hull has 6,591 km within 160 km of the city. The bulk of demand for high quality shoreline is concentrated in this small area within easy access of cities.

Recreational land is a scarce and valuable resource and is not uniformly distributed throughout the country. Land for extensive recreational uses like hiking, canoeing, and camping is not always readily accessible to the majority of Canadians who live along the southern boundary of the nation.

## Forestry

Forest land in Canada covers over 340 million hectares, or some 37 percent of Canada's land area. Just over three quarters of the forest land is provincially owned, some 16 percent is federally owned, and the remaining seven percent is in private holdings. Only 200 million hectares can be considered as productive forest land.

The precise value of forests to the nation is difficult to quantify, but there are indicators of its importance. Direct and indirect employment in the manufacturing and service industries associated with forestry amount to just under one million Canadian jobs. Internationally, Canada ranks at the top as a net exporter of wood products, so there is a significant positive effect on the country's trade balance. Manufacturing associated with forest products is important regionally; for dollar value of production, it ranks first in British Columbia, Quebec, and the Atlantic Provinces, second in the Prairies and fourth in Ontario.

The state of the nation's forest resource is not promising. Although Canada

Photo by NFB-Phototheque



Nanaimo Lakes, B.C. Mechanized logging practices bring large — scale timber harvesting to remote lands.

is cutting only about 75 percent of its annual allowable cut, much less than half of the apparent reserve timber is economically accessible at present. Accessibility to reserves is a concern in British Columbia, the Prairie Provinces, sections of Ontario, and Quebec. There are imbalances of supply for the industries in British Columbia, Nova Scotia, and New Brunswick where more wood than can be produced under current sustained-yield standards could be utilized.

Roughly 5.5 million hectares of forest land are harvested annually in Canada. An area equivalent to less than a quarter of this is planted or seeded each year. Although the climate usually favours eventual re-establishment of forest after logging or fire, in many areas reliance on natural regeneration has resulted and will continue to result in timber stands inferior in yield, species, composition, sizes, and grades to those replaced.

Expansion of agriculture into new regions is usually at the expense of forestry and, in most parts of Canada with the exception of the prairies, good agricultural land also tends to be high quality forest land.



## Wildlife

Since wildlife is a mobile resource, virtually all of Canada's surface can be considered as wildlife land. More than 550 species of birds and 198 species of mammals are known to spend some stages of their life-cycle in this country. The density and diversity of wildlife species occupying a specific land area are based on a complex interaction between the ability of land to support the food, water, and shelter needs of wildlife and the adaptability of the species in coping with changing environmental conditions.

Human activities can radically alter the landscape through programs like drainage, dredging, and land-clearing that transform original habitat for wildlife. This in turn has repercussions on the density and diversity of wildlife composition. Many species have been able to cope with man's intrusion, but others have retreated to remote areas and some species that require highly specialized habitat have met extinction.

Land areas have been allocated by governments for wildlife uses like food supply, shelter, propagation, and migration stopping-points. Federally-run areas include National Parks, National Wildlife Areas, and Migratory Bird Sanctuaries which reserve land

for wildlife; their provincial counterparts are parks, game reserves, and Wildlife Management Areas. A total of 56 million hectares of land has been protected for wildlife, an area roughly equivalent to the size of Saskatchewan.

Although there is no complete national habitat assessment for essential wildlife lands, several methodologies have identified important areas for some wildlife species. The Canada Land Inventory (which does not include the Yukon and Northwest Territories) has identified 19 million hectares of high capability waterfowl habitat and 97 million hectares of high capability ungulate habitat (for example, moose, deer, sheep, caribou, elk). In addition, much of the 346 thousand km<sup>2</sup> of land included in the International Biological Programme (IBP) for the Yukon and Northwest Territories represents sensitive lands for the waterfowl, seabirds, shorebirds, raptors, caribou, muskoxen, and the other mammals that dwell seasonally and year-round in the northern environment. When compared to the amount of land now protected, these figures indicate that the habitat necessary for wildlife preservation is by no means secure.

Wildlife and the lands allocated for its preservation provide not only the immediate benefits of conservation, but offer man

Photo by NFB-Phototheque



Mule deer buck in Banff National Park. Ungulates compete with forestry, recreation and agriculture for habitat. The national park system is one area where pressures on wildlife have been reduced.

Table 1: Mineral and Energy Lands

Activities	Area in 000's hectares
Development	
Mineral claims and development leases	12,100
Areal grants	24,300
Non-metallic alienations excluding coal	1,200
Coal leases	1,600
Petroleum leases (onshore only)	65,600
Subtotal	104,800
Transmission and Storage	
Petroleum pipelines (gathering & trunk)	60
Natural gas transmission pipelines	80
Electrical transmission pipelines	340
Hydroelectric headpond storage	1,620
Subtotal	2,100
Grand Total	106,900

recreational benefits like viewing, hiking, photography, and interpretation. Recreational hunting licences bring governments an annual income of some \$18.1 million. Wildlife helps maintain an ecological balance and offers a natural method of pest control. Fur-bearing animals have in the past constituted a significant resource for this nation, and even today, raw fur production amounts to over \$50 million, two-thirds of which are derived by trapping.

Man's impact on wildlife is a function of his attitudes and perceptions; congruity with nature and wildlife conservation are now seen as integral to sound land-management practices.

### Minerals and Energy Production

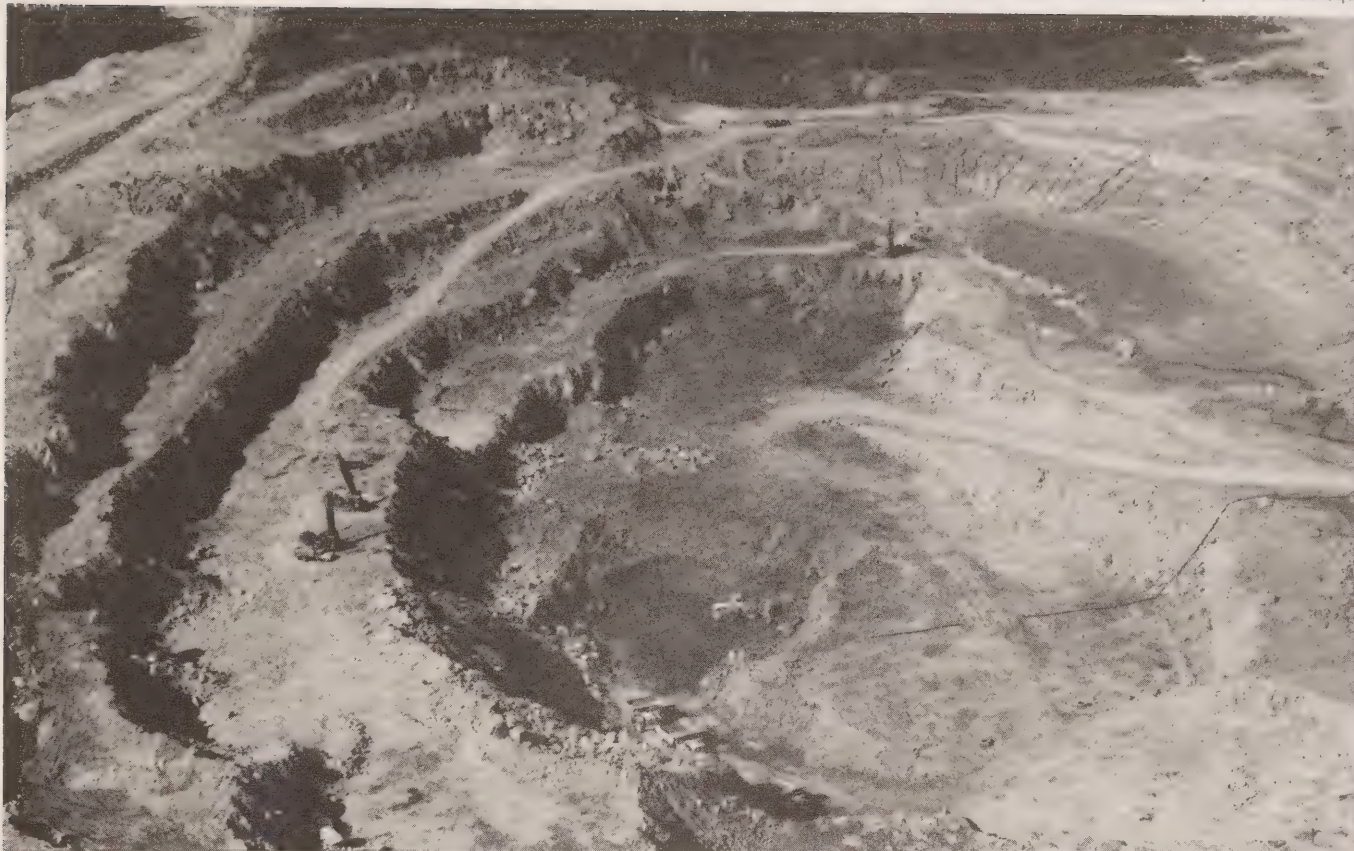
Mineral and energy resources and production facilities exist in all parts of Canada. Mineral and energy land use falls into three categories -- exploration, production, and distribution. Groups engaged in exploration require temporary legal rights over extensive tracts of land, though only a

small fraction may ultimately be required for production. The area under such claims varies as unpromising prospects are allowed to lapse and new ones are acquired. Where mineral and energy resources occur as subsurface deposits, they can be exploited by utilizing surface facilities that occupy a small fraction of the area overlying the deposit. Near-surface, lower-grade deposits account for a large share of new mineral and energy development, but exploitation of these deposits uses considerably more land for both the original excavation and the storage of waste rock.

Land currently assigned to development of mineral and energy resources is about 107 million hectares or about one ninth of Canada's landmass, of which probably less than 10 percent is dedicated solely to mineral and energy use.

Of the total 107 million hectares devoted to energy and minerals, about 105 million hectares are held as mineral and petroleum claims, grants, and leases; onshore petroleum leases cover about 66 million





Mattabi Mine, Sturgeon Lake, Ontario. Open pit mining involves the removal of many metres of overburden and the disturbance of large areas of land.

hectares, and mineral claims and leases about 38 million hectares. Perhaps 200 thousand hectares are directly utilized, while the remainder are under exploration or have only the subsurface rights involved.

The land required for petroleum and natural gas production and transmission is concentrated in Alberta, Saskatchewan, and British Columbia; strip mines producing coal and tar sands are also located mainly in western Canada where mining sometimes competes directly with agriculture for land. Surface facilities for underground metallic and non-metallic mineral mines are found throughout the country; open-pit metallic and non-metallic mineral mines are also widely distributed. Quarries and sand and gravel pits are concentrated near urban centres where there can be severe land-use conflicts.

The remaining land assigned to mineral and energy use includes approximately 1.6 million hectares required for water storage for hydroelectric power production, mainly in Quebec, Ontario, British Columbia, and Newfoundland. About 500 thousand hectares are held as rights-of-way and easements for

gas and oil pipelines and electric power lines.

While the overall national impact on land by mineral and energy land use is limited, the local impact can be enormous, especially where conflict with alternative land uses occurs or where mineral and energy production is perceived as a threat to environmental or aesthetic values.

### Summary

This brief overview of the status of Canada's land has demonstrated that most of Canada's good quality resource lands are limited to only a small proportion of the area of the country. These same rich areas support the bulk of Canadian economic activity, contain most of Canada's population, and satisfy the demands for housing, recreation, and transportation. Thus, competition for access to and use of this land is inevitable. The belief that Canada has an inexhaustible supply of good land is not based on the country's proven resources; on the contrary, as this summary suggests, the amount of land available for most activities is limited.





## Chapter 3







## TRENDS IN LAND USE

The overall land-use trend in all regions of Canada is an intensification of activity per unit area of land. There is also increased competition between uses, and the result is not always consistent with the best long-term, social, or environmental interests of the nation.

Present land use is based on the conceptions about land and the lifestyles of past generations, because the social, economic, or environmental actions of the population have repercussions on land use for decades. Canadians have had particular expectations about their lifestyle; these have included a single family home, often a cottage or second house, cars, vacations, and higher levels of service in all areas. The attainment of these expectations has been predicated upon cheap food, abundant energy, inexpensive consumer goods, and an inexhaustible supply of land.

### Changing Requirements for Land

The market is the primary medium through which land-use change occurs. With the rising demand for land, extensive activities like agriculture, forestry, recreation and wildlife habitat cannot compete for use of the land and are displaced by intensive uses like industry, transport, residence, or mining. For example, an urban area could expand onto agricultural land, agriculture could in turn displace forestry, and expansion of forest activities could remove wildlife habitat. In the short-term, any given parcel of land tends to be put to its most immediately lucrative use. As market conditions change for any of the competitors for land, their ability to compete changes. Thus, the economic frontiers for each user are dynamic. For example, the urban fringe is an area undergoing transition, because the ability and the willingness of urbanites to pay for land exceed the ability

of the farmers or forest users to profit from its use. Similarly, the frontiers of agriculture encroach on forest land whenever farming becomes more profitable than forestry and retreat in times of depressed farm prices. This process does not necessarily result in the optimal use of the land relative to long-term social or environmental considerations.

There are economic limits to most land uses. Over time, these limits change because of changes in various cost factors like labour, capital, and technology. For example, at one time it may have been profitable to farm much of the Maritimes, northern Ontario, Quebec, and the northern prairies, but as farm profits diminished, many farms failed. Many of those still producing are marginal farms, while others have been re-forested or abandoned. In other regions, such as the Peace River area, technological innovation and a period of favourable climate have made it possible for the economic frontier of agriculture to advance at the expense of forestry and wildlife.

### Urbanization

Canada's major cities began as agricultural service centres, resource-based communities, or centres of transportation. The rapid expansion of cities has been at the expense of their surrounding land. As the urban population grows, so do its requirements for additional land. The average rate of land consumption in Canada between 1966 and 1971 was 44 hectares per 1,000 population. Projections indicate that by the year 2000 about 530,000 hectares of additional urban land will be needed to support the expected rise of the urban population to an 80 percent proportion of the national total. Most of this

anticipated growth will be around existing cities, and the area that will be required to meet this growth is roughly equal to the size of Prince Edward Island.

The distinction between urban and rural environments is decreasing in Canada as most rural areas develop a close relationship to an urban centre through the following:

- a) the increasing tendency for urban dwellers to purchase land in rural areas and live there on either a full or part-time basis;
- b) the increasing demand for open-air recreation in the form of private property, such as hobby farms or waterfront cottages, and of public

facilities, such as parks, beaches, and ski slopes;

- c) the changing of the traditional function of small towns from rural service centres to dormitory or recreation service centres as rural dwellers seek services in major urban centres.

### Loss of Agricultural Land and its Consequences

From 1966 to 1971, 1.1 million hectares were removed from improved agriculture in eastern Canada. In western Canada, an equal area was added to agriculture during the same period, although this land was not comparable in quality to what was lost. These land-use



A 16996-79 Original photo supplied by the Surveys and Mapping Branch, Department of Energy, Mines and Resources.

This 1960 photo illustrates a former rural agricultural area in the process of land use conversion as a result of increasing urban pressure from Toronto. Much of the farmland has gone out of production as new suburban residential development has expanded to Highway 401, which runs east-west. The drive-in theatre (fan-shape near the right edge of the photo) and many of the non-farm buildings were present before 1949 and were the first indications of urban intrusion into the rural area.



A 23665-48 Original photo supplied by the Surveys and Mapping Branch, Department of Energy, Mines and Resources.

By 1974, the area has become totally urban. The Don Valley Parkway, running north-south, now intersects Highway 401. Virtually all farmland has been converted to either residential land uses, particularly high-rise apartments, or commercial areas, now surrounding the drive-in theatre. It is estimated that approximately 92 per cent of the land in this area changed use between 1949 and 1974.



changes have resulted in a net national loss agricultural potential.

The nation's best lands in terms of soil and climate are located mainly in southern Ontario, with small portions in British Columbia and Nova Scotia. It is on these lands that the most substantial urban pressures are felt. Thirty-seven percent of Canada's CLI class 1 agricultural land is located within 160 km of the centre of Toronto and is visible on a clear day from the top of the CN Tower. As cities expand, some of this good quality land is inevitably lost. For example, in Ontario between 1966 and 1971, 36,380 hectares were permanently converted from rural to urban use. The British Columbia Land Commission estimates that prior to the establishment of the agricultural land reserves which limit the types of activities allowed on good farmland, over 6,000 hectares of prime agricultural land in B.C. were lost to urban sprawl each year.

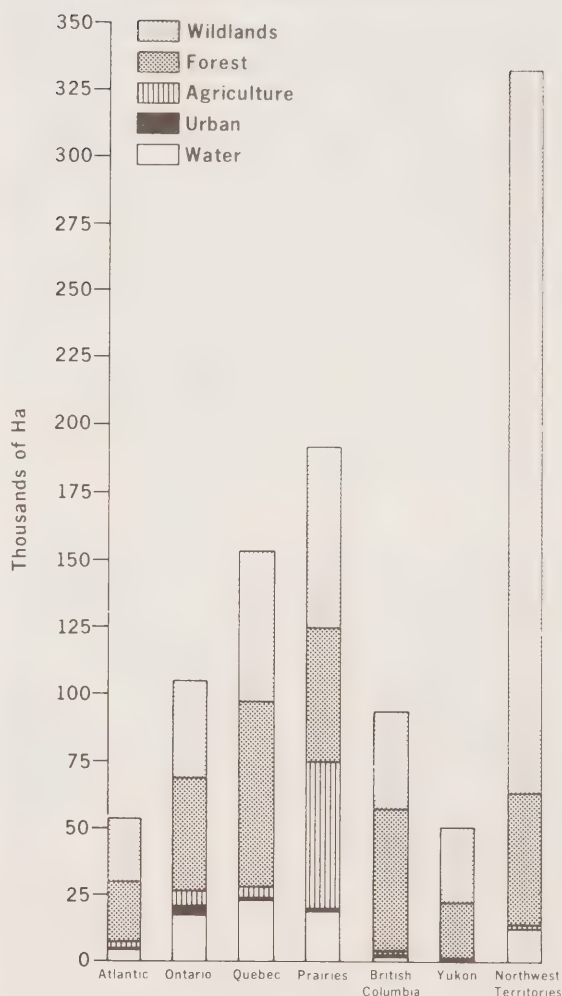
Photo by NFB-Phototheque



Apple picking, Rougemont, Quebec. Tree fruits are one of the most intensive agricultural uses of land.

Some land is lost permanently to agriculture when it is built upon or quarried, while other losses can be considered temporary if the land is idle or is used for recreation. The replacement of good land with poorer or more remote land involves extra costs both in bringing new land into production and in higher transport, energy, and labour costs per unit product. The productivity of the best land is six times that of the poorest land currently used for agriculture.

Land use by region, 1973



Source: Statistics Canada, 1977 Perspective Canada II, A Compendium of Social Statistics.

Even temporary removal of land from agricultural production produces extra social and economic costs; land tenure is fragmented, farm communities and farm support systems are disrupted, and the quality of the land is often not maintained. Despite these problems, the land may remain available for agriculture if required, but there are many obstacles preventing its return to production. The farming skills may no longer exist to permit the land to be returned to production. Prohibitive costs may be incurred to restore the land to an arable state. The infrastructure necessary for viable agricultural activity may no longer be accessible. Substantial costs may be involved in the recovery of lost agricultural land. If Canadians wish to retain self-sufficiency in a wide variety of crops, it is essential that an adequate supply of good agricultural land is available for crop production to meet increasing requirements.



## Growth of Outdoor Recreation

The combination of more leisure time and more disposable income has increased the demand for recreation both in and outside urban areas. The average income, allowing for inflation, has risen 32 percent from 1951 to 1961, 46 percent from 1961 to 1971, and 9 percent from 1971 to 1973. Similarly, over half of all those employed worked 45 hours or more per week in 1950, whereas now, half are in the 35 to 44 hours per week category and only one-fifth of the labour force works 45 hours or more weekly. Improved transportation also opens relatively remote areas for recreational activities. The demand for recreation land in the urban fringe, urban shadow areas, and coastal zones has led to an increasing conflict with other uses.

Photo by NFB-Phototheque



Mt. Assiniboine. Increased leisure time brings greater use of wilderness areas and demands for preservation of lands for recreation use.

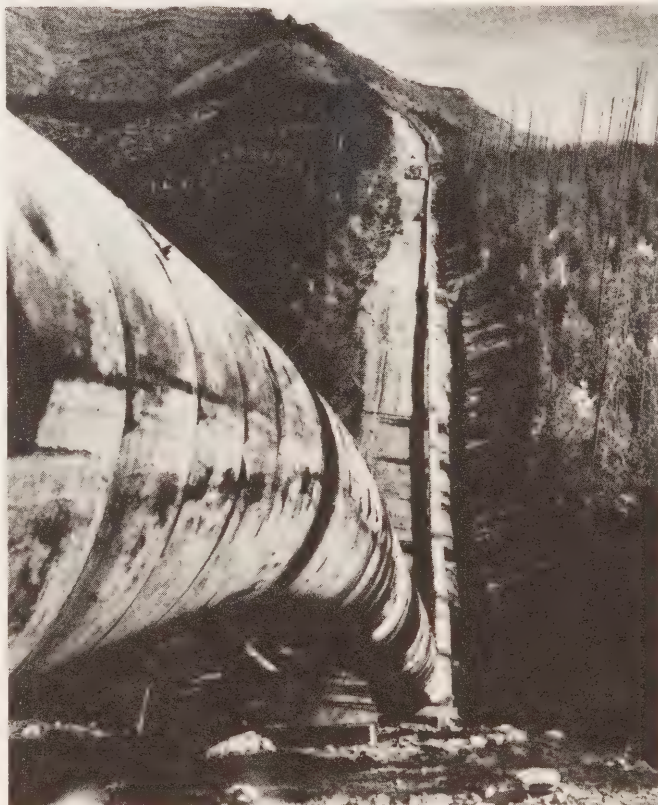
Much of what is considered recreational use does not necessarily take place on land allotted specifically to this use. For example, urban and rural road networks are used by the public for recreational driving and sightseeing. Privately-owned rural properties are used for snowmobiling, hiking, and hunting. While recreation activities can occur on almost any land, many of these activities are location specific. Beaches obviously require water and suitable shoreline and downhill skiing requires mountains; preferably such sites should be within a single day's journey. The reservation of recreational lands of significant diversity and area could pose problems, since they must be close to the concentrations of population where competition between uses is greatest. Land-use conflicts can be foreseen in areas of

southwestern British Columbia, Ontario's lake district, the Laurentians, the Eastern Townships of Quebec, and coastal areas of the Maritimes. Typical questions will be: is the nearby lakeshore or riverside to be a public or private recreational area, and what are the industrial or transportation requirements for the same land? Conflicts between recreational pursuits like snowmobiling and skiing could also become more common. These public concerns will probably escalate at the local, regional, and national levels.

## Growing Mineral and Energy Demand

As the demand for minerals and energy increases, the exploration and utilization of remote areas becomes more economic. The exploitation of remote resources is contingent upon their location, quality, quantity, and on market conditions and available transport. Demand for fuel, mineral, and hydroelectric power resources is projected to continue increasing well into the 21st century.

Photo by NFB-Phototheque



The most visible impact of pipelines on the surrounding landscape occurs during construction. In forested areas, the right-of-way must be clear-cut prior to the installation of the pipe. This picture shows the laying of pipe along the Alberta foothills.

As the frontier of resource development advances further north, it comes into contact with more sensitive environments. Problems for the resource developers and the



environment have already been encountered in instances like the James Bay hydro-power development, exploration for northern oil and gas, and proposed northern pipelines.

The exploitation of mineral and energy resources may cause conflicts in land use and may be done at the expense of other resource production. Some lands, underlain by prime fossil fuels, can also constitute a high quality resource for recreation, agriculture, or production of renewable resources like forest products or hydroelectric power. The exploitation of non-renewable mineral and fossil fuels can entail the removal of topsoil, or overburden, or the destruction by physical or chemical means of the capability to produce renewable resources. Solutions involving multiple or sequential use must be found to ensure access to important mineral and energy resource lands, while maintaining wherever possible any inherent capability for renewable-resource production. Site rehabilitation and long-term environmental maintenance of mineral and energy sites should be encouraged.

## Forest Demand

Statistics from the forest industry indicate that if present practices continue, nearly all of the commercially-usable forest land in Canada will be in production to satisfy domestic and export needs by about the end of this century. Because forests take a great deal of time to regenerate, large land areas are required to support the projected annual cut and to ensure a renewable resource in perpetuity. However, technological innovations and improved management practices could permit an expansion of the forest-products industry on a static or even reduced forest base. Some of the improved practices include: whole trees are being chipped on site to maximize the resource; sawmill residues, previously disposed, are now used for pulpmill production; new products like chipboard utilize material that was previously waste. During the past decade, such innovations seem to have stabilized the area annually logged to some 800 thousand hectares.

Nevertheless, there are definite concerns about the forest resource. In the long term, the balance between hard and soft wood may be altered as soft woods are extensively used and not replenished. There could also be regional imbalances in British Columbia, New Brunswick, and Nova Scotia that will require resource rehabilitation and restocking. Second growth forests could prove considerably less productive than the

original virgin forest. Such changes in the mix or productivity of forests alter their requirements for land and, in turn, result in socio-economic repercussions.

Much of the future lies in proper application of new management techniques, new species propagation, and continued access to lands of high capability. Forestry programs, harvesting practices, tenure arrangements, and financial incentives will all play key roles in determining the future of this important natural resource.

## Loss of Wildlife Habitat

Man's use of the land alters landscape and wildlife habitat insofar as indigenous species can be driven out or threatened. Nearly all human activities have some impact on wildlife, so incompatibility between wildlife and land uses is an important concern. Extensive use of the land for agriculture has frequently been to the detriment of wildlife. An estimated 1.21 million hectares of wetland habitat in the prairies alone have been lost. Urban expansion has forced animal populations into more remote areas. Between 1966 and 1971, 142 thousand hectares of high capability ungulate lands and 5,400 hectares of waterfowl lands have been lost to urban

Photo by E.W. Manning



The Columbia marshes of southeastern B.C. are part of the western flyway and a critical staging area for migratory birds. Wilmer Marsh National Wildlife area is a protected part of these marshlands.



growth. Mineral exploration in sensitive northern environments can also have long-lasting repercussions on the wildlife. Wildlife is sometimes incompatible with other land uses. Birds cause expensive damage to grains and fruits in some parts of Canada and can also pose serious hazards to air navigation.

Natural wildlife habitats are frequently altered. Fifteen Canadian species are now listed as rare, threatened or endangered, and two species have in fact been extirpated--the Swift fox and the black-footed ferret. The continued existence of species such as the peregrine falcon, black-tailed prairie dog and eastern cougar is in doubt. Conversely, the introduction to the Canadian environment of alien species like the house sparrow and the starling has resulted in these two becoming superabundant. Wildlife is a mobile resource whose future rests with wise conservation and the integration of wildlife in management practices.

### Changing Regulation of Land Use

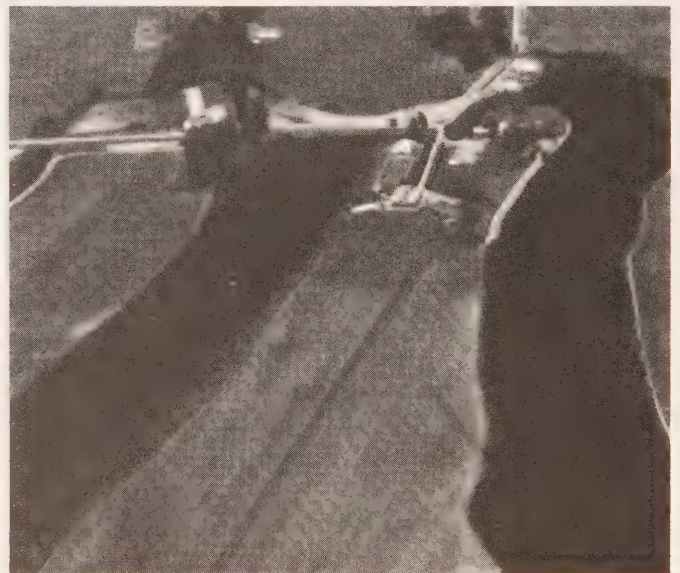
The demand for land is always derived from its potential use: land can be either a particular location for the provision of a service, such as shelter or recreation, or a site for conducting some economic activity like transport, the production of food, or the exploitation of mineral ores. Land itself is a renewable resource, although the characteristics, such as ore deposits or fertility, which give land its value may not be renewable. Hence, land is traded as a commodity on the basis of the value of the goods or services it can provide. Furthermore, the policy objectives of all levels of government that have a direct bearing on land are usually expressed in terms of these goods and services (for example, maintaining agricultural production, provision of decent housing, or improving the quality of the urban environment). Land use, therefore, is most frequently regulated in terms of such sectoral aims and objectives.

The means available to governments for affecting land use are sixfold: regulation, taxation, subsidization, ownership, investment, and delay. Regulation of land use includes planning and zoning for orderly development, licencing of timber and mineral exploitation, and in some cases comprehensive resource planning. In Canada, this type of administration is undertaken predominantly by the provinces or by the municipal governments under provincial guidance. These instruments are also implemented in allocating land to particular activities.

Taxation by all levels of government is not primarily intended to affect land use, but taxing capital gains and local property can indirectly influence the demand for land for housing or agriculture. Subsidization intended to support an industry, a region, or an income group has also affected the demand for land. The Canada Mortgage and Housing Corporation Assisted Home Ownership Program and the Graduated Payment Mortgage Program are examples.

The level of public investment in infrastructure, or its absence, is an important determinant of land use and value. Installation of trunk sewers and water mains by municipalities or their refusal to do so effectively determines the direction and rate of urban expansion. The construction of a major road or airport will attract development and economic activity to the adjoining land. Any proposed change in land use which is subject to a government decision, whether it be regulation, acquisition, or investment, can be delayed as a means to retard certain land-use trends. There is a general inclination in Canada towards a greater degree of regulation of land use and of land-using activities. These modifications often focus on particular sectors like housing or agriculture, rather than on comprehensive zoning based on land capability or overall development goals. At the same time, there is a growing concern about over-regulation and what can be done to streamline the planning and regulatory process.

Photo by E.W. Manning



Alaksen National Wildlife area. The protection of special wildlife lands can preserve habitat even on the margins of major urban areas. This wildlife area is managed to maintain waterfowl habitat and to permit observation of waterfowl. Much of the protected area is also farmed, constituting multiple use.

## Provincial Initiatives

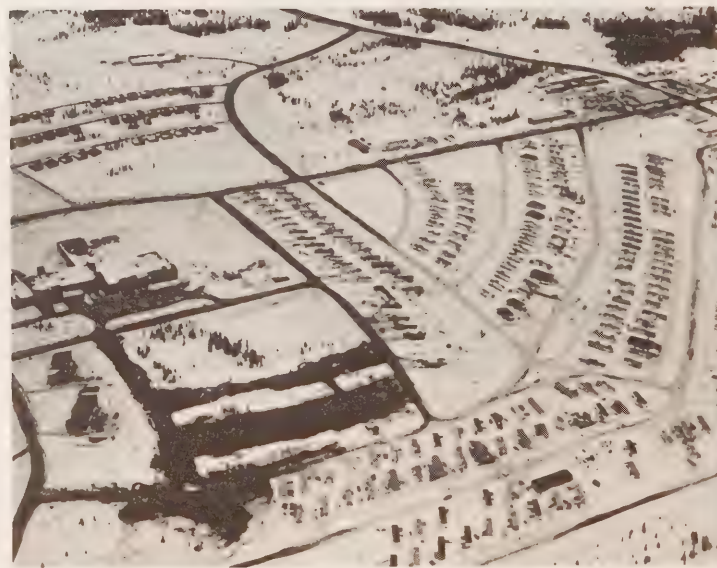
Provincial governments have recently initiated several actions that deal with land problems. Agricultural land reserves have been instituted in British Columbia, Quebec, and Newfoundland to preserve prime agricultural land. In Manitoba, Saskatchewan, British Columbia, Prince Edward Island, and Nova Scotia rural incentives and assistance to farmers in assembling land have been initiated to maintain rural populations. New land policies have been proposed by Manitoba and Saskatchewan. Greenbelt and satellite community legislation has been enacted to direct urban growth in British Columbia, Alberta, and Ontario. Public land banks have been established around several communities, including Saskatoon, Red Deer, and Edmonton, in an effort to stabilize land prices. Land banking is also being discussed in other provinces. Ontario has experimented with legislation designed to limit speculative profits on land with a system of land-tax rebates designed to help maintain farm viability. Prince Edward Island has enacted legislation to control land ownership by non-residents. Most provinces now require reclamation plans for mine and pit sites as a prerequisite for permission to use the resource. These special types of legislation supplement the standard zoning and land-use control legislation enacted by all provinces and usually administered locally. Such provincial initiatives have the potential to affect federal goals and responsibilities,

just as federal actions in turn can have a bearing on provincial aims.

## Growing Public Concern

There has been criticism of the Federal Government for its failure to show leadership in land issues. The loss of agricultural land, the rising costs of land and housing, and the destruction of ecologically sensitive areas are important public issues in many parts of the nation. For example, the Habitat Conference and the Alberta Land Use Forum demanded action on land issues. Many private organizations like The Agricultural Institute of Canada, The Ontario Federation of Agriculture, The Housing and Urban Development Association of Canada, The National Farmers' Union, and The Native Council of Canada have held forums and made submissions regarding various aspects of land in Canada. Scientific organizations like The Bureau of Municipal Research, The Canadian Council on Rural Development, and The Science Council of Canada have stressed the need for urgent action on many important land issues. Growing public concern is further demonstrated by the many letters to the editor, newspaper articles, and radio forums on both local and national land-use issues. There is a consensus of opinion demanding that all levels of government exercise responsibility with respect to their role in land problems and contribute towards their solution whenever it is within their power.







## Chapter 4





## LAND-USE ISSUES

This chapter identifies the principal issues surrounding land and its use. The impact of land upon national goals and priorities is examined first, so that issues of land management and of allocating the land resource to different users can be put into perspective. There are many inter-relationships between all of these issues, but only a few of the important ones have been noted.

### Population, Lifestyles, and Land

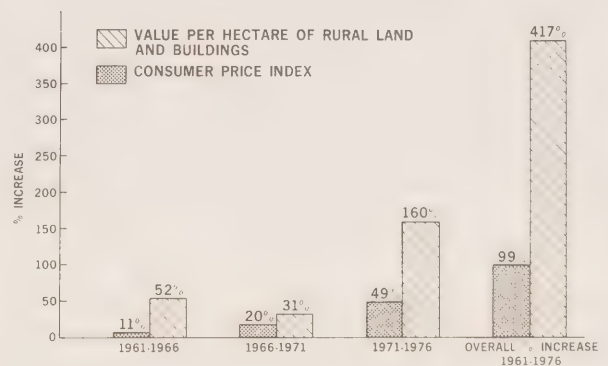
Canada's demographic future should be based upon the carrying capacity of the land resource. Most projections indicate a population of approximately 30 million by the year 2000 that will be mostly concentrated in major urban centres. The lifestyle that Canadians can expect to enjoy in future depends upon the availability of adequate land of sufficient quality to satisfy the needs for living space, food, fibre, transport, and recreation. While technological innovation could allow a higher carrying capacity for land in sustaining people at acceptable standards-of-living, there is no guarantee that there will be the necessary innovations in every region. Decisions taken now regarding the use of land and the levels and distribution of population will have profound effects on the lifestyles and the standards-of-living of future Canadians.

### Land and Economic Goals

Approximately 25 percent of Canada's Gross Domestic Product is directly related to the land or the produce and raw materials of the land. Land-based products are the resource base upon which the rest of the Canadian economy is built. Over 65 percent of Canada's exports are land related, (for example, agricultural products, minerals, and forest products), so Canada's balance of

payments is inextricably tied to the land. There are instances where improper management or allocation of land can seriously affect our ability to maintain resource production at desired levels. Projections indicate that all of Canada's forest resource may be required before the year 2000 in order to meet domestic demand and export commitments. Projections also show that most of Canada's high capability agricultural land will be needed within 50 years to serve Canada's needs. Effective management and the wise use of land are necessary both to maintain the standard of living to which Canadians have become accustomed and to ensure that the sustained production of renewable resources continues to contribute to the nation's economic well-being.

THE VALUE OF RURAL LAND  
(PER HECTARE)



SOURCE: STATISTICS CANADA

### Land Market and Inflation

Land is traded as a commodity through the mechanism of the market. The market system often serves short-term demand and individual requirements with little consideration for long-term social goals. The possibility of short-term high profits from the growing demand for land for housing, industry, and

recreation has encouraged speculation in land markets. In some Canadian centres, studies have shown that ownership of potentially developable land is so concentrated that market power could be exerted to inflate prices. Restrictions on supply by the public sector through zoning, withholding of servicing, or development freezes can also have the same effect.

Because land is an intrinsic part of the Canadian economy, it must be an important consideration in the formulation of national economic policy. The price of land is a major component in the cost of housing, food, and commodities produced in Canada, and land is a significant factor of production in agriculture, forestry, mineral products, and fuels. Inflation in land prices is directly reflected in the costs of production and consequently in the price of resource products.

and by greater potential farm income. Many farmers have been induced to leave farming because rising taxes or an inability to obtain adequate returns on their land investment have reduced the viability of their farming operations. Increased land values are reflected directly in higher farm production costs and particularly in the cost of entry into farming by new farmers. This rise in agricultural land value and farm costs has not been matched by a commensurate increase in Canadian food prices which rose only 150 percent during the same period -- much less than the increase in farm input and land costs.

Land prices in and near urban centres have risen considerably in recent years. For example, 0.4 hectares of residential land in Toronto sold on average for \$70 thousand in 1968 and for \$165 thousand in 1975. Overall, Canadian land prices rose by 166 percent in

Photo by E.W. Manning



Windermere, B.C. The building of recreation homes continues to grow in areas with scenic attraction. Urbanites are usually prepared to outbid rural residents for the use of prime land.

## Rural and Urban Land Prices

The estimated dollar value of land in census farms in Canada more than tripled from 1961 to 1976. However, in areas of population concentration like southern Ontario and southwestern British Columbia, the value of land and capital structures in many counties rose by over 600 percent. In the immediate vicinity of some urban centres, value changes of over 2,000 percent were reported for land within census farms. These data show both increased capital investment and rising prices powered by urban demands

the period from 1968 to 1975, while the Consumer Price Index rose by 44 percent over the same period. The inflation in land prices has contributed directly to increased housing costs, helping to put the cost of the traditional single family dwelling beyond the reach of many Canadians. From 1967 to 1977, according to Multiple Listing Service figures, the cost of housing rose 180 percent, placing the price of the average detached family home at \$53,650. The NHA figures from 1967 to 1977 indicate the cost of serviced land rose by 206 percent. This contributed to 23.8 percent of the cost of the average house in 1977 in



in comparison to 16.9 percent in 1967. Housing and land prices have in recent years been running ahead of the general Canadian inflation rate. Moreover, in 1975, over \$60 billion was held in mortgage loans for housing, compared to \$25 billion in 1968. Increased housing costs have become a major concern to many families whose ability to fulfill their housing expectations has been affected by these rapid price changes.

The cost and availability of urban land and housing will continue to be issues. The rate of new household formation in the early 1980's will be the highest in history. About 240 thousand new dwellings per year will be needed to house the net population increase, requiring 14 thousand hectares of additional land per year. The manner in which people are housed will depend on the land-use policies adopted by local governments and on the relevant financial and support policies and programs adopted by the federal and provincial governments. These policies and programs will have a direct bearing on the price, supply, and type of housing provided, the quality of urban life, the adequacy of recreation and open-space opportunities, energy requirements for transportation and heating, pollution levels, the maintenance of viable agriculture in urban fringe areas, and the quality of the natural environment.

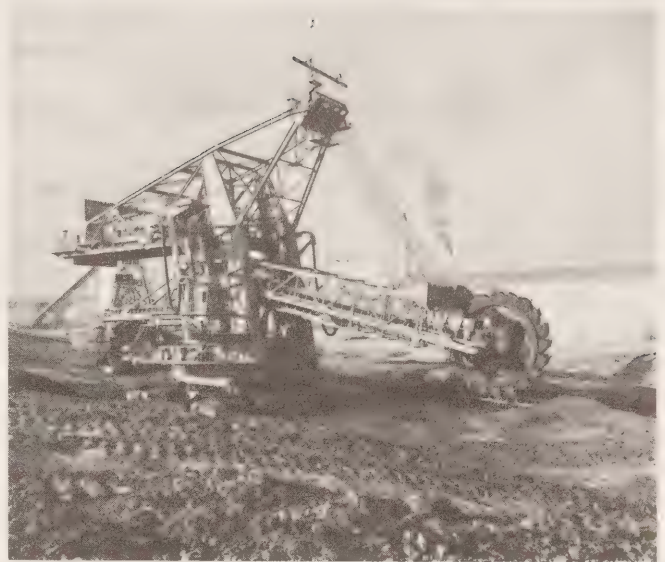
### **The Impact of Large Developments**

The sheer size of many of the housing, commercial, and industrial projects proposed or built in the last few years has made the impact on the surroundings more obvious, has widened the zone of impact, and has frequently caused controversy. New communities, industrial parks, thermal and nuclear power plants, airports and harbours, and other large facilities have had significant economic and environmental effects and have had repercussions on the quality of life over large areas of land that often cross several political jurisdictions.

Projects such as James Bay, the Douglas Point nuclear station, the proposed Fundy tidal-power projects, the Alcan and Mackenzie pipelines, the Reed Paper forest-development proposal, and the development of the Alberta tar sands have heightened public concern about resource development, land use, and their associated environmental and social impact.

The costs and benefits of large projects are spread over vast areas and among several political jurisdictions, but it is only coincidence that the spatial distribution of benefits corresponds to the distribution of

Photo by NFB-Phototheque



The Athabasca Tar Sands are one of many new resource developments bringing large scale human and mechanical impact into northern lands.

costs. Thus, we find some large projects approved even though they impose great costs on other jurisdictions, while other projects are rejected even though they would confer substantially wider benefits. Concern has been growing that larger projects be planned and regulated by authorities with responsibilities at the appropriate scale so as to ensure that the wider impact of such projects is adequately considered.

### **Land and Energy**

The way in which we plan and use our land affects the amount of energy consumed on many different scales. On the national scale, it is clear that settlements in the north require far greater expenditure on fuels for heating to maintain a comfortable human environment than do communities in more favourable climates. Isolated communities require greater expenditures for transportation access than do communities clustered closer together.

At the regional level, the juxtaposition of major human activities is of some importance in determining the amount of energy required for the provision of transportation and other services. Communities that can be served by public transportation need less fuel per capita than do those that depend on private vehicles. In the Canadian climate, communities located on south-facing slopes require less heating fuel than will similar communities located on north-facing slopes. Wider adoption of solar-heating technology will probably increase this disparity.

There are also several links between energy use and land use within communities. In other countries, closely grouped communities and communities designed to minimize distances between work and residence have demonstrated that they use substantially less energy than more dispersed communities. These savings in fuel requirements occur both in heating and transportation. There is a growing awareness that the design of individual buildings and building clusters can have a major impact on energy requirements for heating. Many levels of government have established criteria, such as building regulations, that also have a direct bearing on the choice of design layouts as well as on engineering standards for dwellings throughout Canada.

Because of the inter-relationship between land use and energy, many community and other interest groups throughout the nation have promoted the integration of energy concerns into the planning process. Actions that rationally conserve and allocate the land resource are in most cases fully compatible with the wise use of our energy resources.

Future energy shortages and/or higher energy costs could result in a need to re-assess Canadian lifestyles and could have major repercussions on future demands for land for all purposes. For example, the second home, the driving vacation, or intensive energy use in agriculture could all become impossible or impractical. The energy situation could cause changes in the means of transport and consequently in the requirements for land for highways, parking lots, and rights-of-way. Similarly, a greater demand is anticipated for land for renewable-resource energy production (forests, reservoirs, solar collectors) as well as for non-renewable energy resources (particularly coal).

## Land and Food

Projections by Agriculture Canada and Environment Canada indicate that by the year 2000 between 28 and 44 million hectares of crop land will be required to feed 30 million Canadians. The low estimate is based on minimum nutritional requirements while the high estimate is based on current consumption trends. According to the Canada Land Inventory, Canada has approximately 45 million hectares with good crop potential and a further 23 million hectares which are marginal for crops. It would appear from these figures that Canada has an excess supply of crop land until the year 2000.

However, only 29 million hectares of this potential suitable for crop production is considered by Agriculture Canada to be located in areas with climates favourable to agriculture, thus eliminating the apparent surplus.

The precise year in which supply will be exceeded by demand depends on factors like the Canadian diet, the rate of population growth, exports and imports of food products, the rate of loss of farmland, technological progress, and the intensity of land use. Projections of requirements for Canada's products, particularly food, are usually based on domestic requirements and present trade patterns. At the world scale, there is widespread undernourishment and world food demand is expected to grow. Canada is one of the few net exporters of foodstuffs; these exports are principally grains. Pressures for Canada to accept greater international responsibilities may be felt, making increased export of food and fibre necessary, leading to an earlier crisis in demand and supply.

These projections are based upon the continuing importation of some foodstuffs. Should Canada decide to become domestically self-sufficient in food, greater areas will have to be dedicated to the production of import substitutes. The land capable of such production is limited to small areas in the prime agricultural areas of Canada. These trends stress the increasing value and the scarcity of good land as significant factors in both national and world food production.

Photo by NFB-Phototheque



The produce of the land.



## The Value of Agricultural Land

The loss of agricultural land in the prime producing areas of Canada like southern Ontario and southwestern British Columbia can be costly, because much of this land is irreplaceable in terms of its climatic and soil characteristics. Alternative land can be used for some crops, but at a higher cost. This cost has three components: the expense of bringing new and remote land under cultivation, transport costs, and the losses in productivity in developing poorer land. The Ontario Institute of Agrologists estimates an initial development cost of over a thousand dollars per acre for new land. The productivity of agricultural land with the best soil and climatic conditions is up to six times that of the most unfavourable land now used for agriculture in Canada. Therefore, it takes significantly more capital, labour, and energy for poorer lands to equal or replace the outputs of the best land that is lost. In many instances, prime agricultural land cannot be replaced and loss of this land will result in a greater dependency on foreign sources and increased import costs.

Land is a major factor in food production and changes in its quality, availability, and price can affect the nation's ability to produce many agricultural products. Farmers are prepared to incur an annual cost for suitable land (expressed either in rental fees or opportunity cost of invested capital) equal to about 50 percent of the annual production cost of wheat or soybeans, or 10 to 20 percent of the annual cost of dairying or fruit farming. If land values rise due to non-agricultural factors, the opportunity cost of maintaining that land in agriculture increases and the farming activity may be forced to move to less expensive and sometimes less suitable land. For individual farms or farmers this could mean going out of business.

Any displacement of agriculture from good land to inferior land also entails higher labour and capital costs (for example, fertilizers, energy, drainage, and land improvement, etc.) which contribute to higher food production costs. Canada supplies 10 percent of the food for world trade and so has an interest in remaining competitive by keeping production costs down.

Photo by NFB-Phototheque



Cattle roundup near Calgary. Ranching depends upon extensive areas of grazing land, as well as areas for feed grain production for winter feed and finishing.



## The Urban Fringe

The areas surrounding all of Canada's cities are the scene of a complex interplay of economic forces and conflicting land uses that result from urban expansion, increased standards-of-living, and technological change. Urban fringe areas are beginning to derive greater value from their proximity to cities than from their potential production as agricultural land. Strip development on major roads is followed by infill, the location of which is largely determined by individual vendors or buyers with imperfect knowledge of the land market; these actions have led to the phenomena of leapfrogging and premature sub-division. Increased ownership of cars, higher standards-of-living, and better roads have pushed the urban fringe further into the country; remote areas are also now becoming the site for the development of rural estates. These changes have been causing problems for agriculture, government, the environment, and residents of the urban fringe.

Farmland, fragmented by scattered development, is effectively removed from agriculture. The presence of former city-dwellers can result in local regulations that restrict normal (noisy or smelly) agricultural activities. For municipal governments and utilities, the cost of servicing scattered developments with water,

Photo by NFB-Phototheque



Regina, Saskatchewan. Suburban development occupies prime agricultural land. The characteristics which make land good farmland also make it easy to service and easy to build upon.

Photo by NFB-Phototheque



Expressway, Longueuil, Quebec. Our dependence on the automobile makes it necessary to devote large areas of land to highways, roads and interchanges, as well as for areas to park our vehicles when not in use.

sewers, electricity, protective services, road maintenance, and school buses is excessive in relation to the property tax revenue. The effect on the environment is felt mainly in water and air quality and in aesthetic considerations. Scattered development results in increased energy use both for transport and heating and ill-planned or unsightly strip development.

Residents of an area that is becoming part of an urban fringe are often faced with dislocation of their way of life, degradation of their environment, and increased property taxes, and some obtain windfall profits on sales of land. New residents, seeing their dream of moving to the country turn into a mirage, may try to stop any further development. The urban fringe, because of its land-use dynamics, requires careful planning and control to minimize adverse economic, social, and environmental repercussions.

### Urban Development

It is almost certain that the rapid growth of large urban areas will continue. Projections by the Ministry of State for Urban Affairs indicate that two-thirds of the total population increase between 1971 and 2001 (about 8 million) will occur in the 23 Census Metropolitan Areas (CMA's). The three largest CMA's (Toronto, Montreal, and Vancouver) alone are expected to account for one-third of the total population growth.





Urban housing, Montreal. The population growth of our cities requires land for housing. While high-density housing uses less land than single family houses, it often does so at a cost in lifestyle.

Recent trends in the use of urban land must be viewed with the prospect of continued rapid growth in mind. These trends have included the suburbanization of industry, the intensification of land use in the central business district, the increasing proportion of urban land devoted to transport, the prevalence of the single detached home on a large lot, and the penetration of urban-related activities into the countryside. This has all been made possible by the widespread ownership and use of motor vehicles.

This rapid expansion of large urban areas raises a number of social, economic, and environmental issues.

a) Social -- Different sizes or types of urban centres create a variety of social benefits and social costs. There are many advantages that accrue to those living in large centres. Cities support specialized services and cultural organizations that satisfy the most diverse tastes, and they possess the concentration of population to foster intense social and intellectual interaction. At the same time, however, cultural roots and community stability can be lost in cities, thus creating a sense of depersonalization and alienation. The high-density development of commercial and residential land or the congestion arising from inappropriate allocation of land uses can increase tensions, reduce residential

satisfaction, and intensify social problems. Rapid growth and change, rather than absolute city size, could further exacerbate the social costs to residents.

However, small-town living may be far from idyllic. Smaller centres could be characterized by a lack of adequate public services, limited consumer choice, economic instability, and fewer cultural opportunities.

All of this suggests a policy that would better manage rates of urban growth, while also encouraging the growth of medium-sized cities. Since residents' preferences and lifestyles differ substantially, a policy approach should ensure that, when feasible, people have a reasonable choice in the size and nature of the communities in which they want to live.

b) Economic -- The financial savings and broader opportunities that businesses and the public derive from being concentrated in one location constitute the principal reasons for the existence of large urban centres. Industries receive economies of agglomeration by obtaining ready access to professional and financial services, large local markets, transportation services, related industries in a production process, and perhaps most important, a diverse and skilled labour force. In corresponding fashion, people choose to live in large urban centres because



of the availability of a broad array of employment opportunities, specialized health and education facilities, diverse cultural and entertainment activities, and a wide choice of retail goods and services.

This urban concentration of economic activities has in the past been aided by the availability of cheap land and energy which made it feasible for residents to enjoy living in low-density suburbs while still retaining easy access to jobs, shops, restaurants, and entertainment in the wider metropolis. But extensive urban development brings both public and private costs. The individual is locked into an existing system of low-density housing and transportation by private vehicle at a time when fuel prices are rising and land and housing costs are escalating. To the public sector, the cost of providing and maintaining services and infrastructure (transit, sewerage, police, fire, etc.) for dispersed suburbs and a congested core is becoming excessive. The conversion of farmland to urban uses, resulting in the loss of agricultural production, is an important long-term social cost of urban spread.

c) Environmental -- Those responsible for urban expansion are only just beginning to consider the long-term environmental and social implications of destroying woodlands, wetlands, or wildlife habitat, or of developing catchment areas and floodplains. The increasing concentration of population and economic activity in large urban areas requires sophisticated technology to treat sewage and industrial waste and to control auto emissions. However, it should be remembered that many of the most severe concentrations of pollutants are found near small villages and towns that lack the money to establish treatment facilities and planning regulations for the control of noxious industrial polluters.

An approach to urban design that reduces the demand for rural land for urban expansion, ex-urban residences, or recreational properties is needed. This entails not only compact mixed-use development, but also innovative design that provides the city dweller with good community services, open space and stimulating pollution-free environments that would reduce his demand for rural properties. These design goals should not be limited to the largest urban areas, but should also apply, when required, to small communities.

## Maintenance of Special Lands

There are many areas in Canada where the land possesses unique characteristics that are valuable either to the entire nation or to particular communities or regions. These include examples like the following:

- a) unique natural features, such as Percé Rock or Virginia Falls on the South Nahanni River;
- b) irreplaceable wildlife habitat, such as whooping-crane nesting areas in Wood Buffalo National Park;
- c) priority production lands, such as Niagara soft-fruit production areas or major mineral and energy sites;
- d) delicate lands that include a variety of coastal and interior wetlands, alpine regions, and dune lands;
- e) heritage lands such as Louisbourg, the Plains of Abraham, and the Klondike gold fields.

Photo by E.W. Manning



Quebec City. The architecture of Old Quebec is part of our cultural heritage. Lands such as these and the adjacent Plains of Abraham are publicly or privately conserved both for present use and for the enjoyment of future generations.

Attention is warranted to ensure the continued existence of these lands in an unchanged or undamaged form because these special features cannot be replaced.



## Use of Hazard-Prone Lands

Floods, landslides, weather damage, and seismic activity inflict substantial costs on society because of the misuse of hazard-prone lands. Flooding, in particular, has caused loss of life and considerable property damage in areas like the Saint John River Valley of New Brunswick, the Red River Valley of Manitoba, and the Fraser Valley of British Columbia. Many permanent settlements have been located on land with high hazard potential. Communities like Fredericton in New Brunswick, Lumsden in Saskatchewan, and Pointe Gatineau in Quebec are flooded nearly every year, with considerable loss of property. In 1974, the federal and provincial governments paid out \$60 million in relief for losses incurred on flood-prone lands. This damage and the loss or deterioration of many land-related amenities (open space, shoreline access, etc.) have fuelled public concern and have brought about demands for more concerted government action on land-use and environmental issues.

Human activity can create hazards where none existed before. Unwise agricultural practices and careless construction, mining, and logging lead to soil erosion, air and water pollution, and loss of wildlife habitats. Excessive withdrawal from ground water tables has caused saltwater intrusion and has threatened the water supplies of farms and cities. Building seaward of dunelines has resulted in shore erosion. Similarly, the canalization of rivers and construction on floodplains and on unstable lands have produced significant alterations in the regimes of rivers and the ecosystems dependent on them. The environmental damage in all these cases, can be traced back to prior and sometimes subtle changes in land use.

Photo by E.W. Manning



Frank, Alberta. Building on hazard lands can result in death or injury as well as property damage.

Photo by NFB-Phototheque



Large areas of our land resource are used for the refuse and waste from our activities. This garbage dump near Hamilton, Ontario is a typical example of a recent landfill site. Properly managed, waste disposal sites can be rehabilitated for other uses.

## Land and Pollution

Land use is a significant factor in levels of pollution. The International Joint Commission demonstrated that land-related sources were the most important cause of pollution in the Great Lakes basin. Surface runoff of animal fertilizer materials from farms, waste disposal, and pollution of aquifers were all cited as major contributors to pollution. The maintenance of water quality is a national concern as pressures from potential urban or industrial developments threaten recharge areas and the quality of surface and underground water supplies.

Some human activities can degrade the quality of the land itself. The disposal of radioactive materials or chemical wastes on good land can render it useless for most activities. Irrigation practices are causing the salinization of large farmland areas on the prairies, where the process could degrade the land to the point where crops can no longer be grown. The proper management of land could substantially reduce many serious pollution problems.

## Land and the Water Supply

Watersheds, aquifers, and other water-shortage areas are among the lands essential to the well-being of Canadians. Actions by land users can threaten both the quality and quantity of the water supply for cities, industries, and rural users. Any decisions to dam, pave, or construct could interfere with the availability of water for adjacent and distant areas. The protection of the water supply through the appropriate zoning, restriction of access, or planning of river basins and regions is a concern for all levels of government.

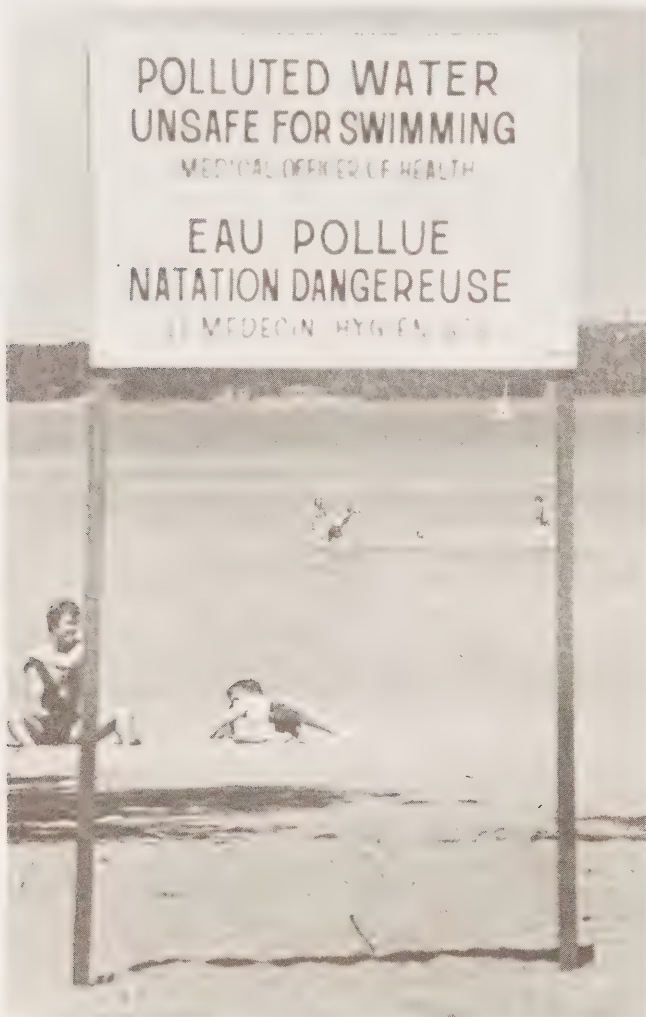


Photo by Robert Cooper, Canadian Press

## Native Lands and Claims

There are 2.54 million hectares of Indian reserves in Canada, most of which are in Ontario, Alberta, and Saskatchewan; Indian lands are the responsibility of the Federal Government. The reserves are occupied by 184 thousand Indians, but not all of the Indian

lands are used by the bands that have the usufructuary rights to them. Indian lands are not subject to provincial or municipal land-use regulation, and the development of reserves, especially in urban areas, involves a degree of ad hoc cooperation with neighbouring municipalities.

On August 8, 1973, the Federal Government announced a native-claims policy recognizing that, in areas of Canada where the native title has not been extinguished or superseded by law, the Government was prepared to negotiate with the native people concerned on a form of compensation in return for relinquishing any traditional native interest. These areas lie in northern Quebec, the Yukon, parts of British Columbia, and the Northwest Territories.

Settlements that have taken place in northern Quebec with the Inuit, Crees, and Naskapis, involving a population of some 11 thousand, included the provision of interests and rights in land of one kind or another to over 168,000 km<sup>2</sup>. It is expected that in the satisfaction of other submitted or anticipated native title land claims in the above-noted areas, involving a population of about 80 thousand, land would also be a main component of any settlement.

The Federal native-claims policy recognizes that outstanding obligations for land must be met. About 485 thousand hectares remain to be provided for unfulfilled treaty-land entitlements in the Prairie Provinces. There is an additional undetermined amount of former Indian reserve lands that are the subject of claims. If these claims are substantiated, lands may have to be provided. Many such lands are in known resource-rich areas, giving rise to foreseeable problems of access as the resource frontier advances.

## Foreign Land Ownership

The issue of foreign land ownership has received attention from many provinces. In areas with high capability for recreation, like coastal zones or farming regions, foreign and non-resident Canadian land purchases have been perceived as major factors in rising land prices and in problems with maintaining public access to prime lands. Prince Edward Island, Saskatchewan, and Ontario have enacted legislation dealing with the question of foreign land ownership, and there is continuing concern in areas like Nova Scotia and the Gulf Islands of British Columbia. The foreign ownership of large tracts of wood lands and the large share of the urban



land-development industry owned by foreign firms have also received attention in Ontario, Quebec, and British Columbia.

As a result of the work of the Federal-Provincial Committee on Land, established in 1973, the Federal Government amended the Citizenship Act in order to delegate the provinces with the authority to control foreign ownership of land. The Federal Government, however, reserved the right to reconsider this matter, stating that:

The delegation of administrative authority (to the provinces) should not be construed as indicating that Parliament intends to take no further action in this area .... The Federal Government reserves the right to enact further federal legislation in the future if it deems such action appropriate.

Although the Foreign Investment Review Agency (FIRA) is required to review foreign investment in Canadian business establishments, it does not perform the same function for purchases of land by foreigners. However, the FIRA regulations do apply with proposed foreign investments in the businesses of land and property management, property development, or agriculture.

## Environmental Design

Urban planners and managers have not always been able to deal satisfactorily with problems relating to human environments, so there is the proliferation of slums, strip development, industrial sprawl and sterile downtown cores. There is an increasing public interest in having the type of environmental and urban design that would develop and preserve attractive locations like malls, parks, bicycle paths, and

Photo by E.W. Manning



Saint John, N.B. Pleasant squares and parks improve urban life and provide open space in urban settings.



Photo by E.W. Manning

Kimberley, B.C. Malls and shopping precincts recapture central cities for pedestrians.

heritage areas (for example, Old Montreal and Gastown in Vancouver). Opposition to the imposing of freeways on urban areas, (for example, the Spadina Expressway in Toronto) is clear evidence of growing community participation in questions concerning the quality of urban life.

The litany of environmental damage is a long and familiar one. Cases of obvious degradation involving destruction of wetlands, eutrophication of lakes, scarring of hillsides by strip-mining, and pollution generated by large industrial enterprises are familiar news items. The real problem, however, lies not so much with cases of obvious and often overstated devastation, but with the continual and irreversible accumulation of seemingly minor damage. For every river that is grossly and obviously polluted by man's use of the adjoining land, there are dozens that are attractive to look at, but unsafe to drink. While the worst pollution is often due to some easily identified source, the cumulative damage caused by piecemeal and relatively innocuous development could be just as bad and far harder to repair or remedy. The draining and filling of wetlands is a good example of irreversible environmental change. Long considered useless, unattractive and even dangerous, swamps and tidal marshes are now appreciated for their value as wildlife habitats, their intricate ecosystems, and their significant economic contributions to the productivity of lakes and oceans.

As previously noted, the design of settlements on local, regional and national scales can affect the demand for energy resources. Therefore, rational land-use planning is required to permit control of Canada's long-term energy requirements. The key problem for planners is in rationalizing the need for efficient use of scarce resources with the requirement for acceptable human environments.

## Stewardship

Stewardship involves a number of management issues: the long-term maintenance of the quality of land and the environment; the assurance of a sufficient supply of land to satisfy the demand for living space, food, wood products, transport, energy, and recreation; the preservation of land vital to the maintenance of regional or local ecological systems. The problems that a policy of stewardship of land would have to address arise from the country's increasing population and standard-of-living. Land is being used more intensively within the inhabited areas of Canada, and the need for resources is expanding northward into regions that present unfamiliar problems of land management.

Proper stewardship requires a responsible public attitude to land and to the environment. The public expects the land resource to continue to be capable of supporting a growing population in its accustomed lifestyle. It is essential that

the implications resulting from these expectations from the land resource be generally understood.

There is undoubtedly scope for further intensification of land use, but it requires a more efficient allocation of land between competing uses or the multiple use of land for maximum production of commodities and provision of services. If the concept of stewardship of the land resource for future generations is to be upheld, the long-term implications for the land resource should be central to every land-use decision.

The Federal Government has a responsibility for stewardship over the environment of Canada. The long-term maintenance of a sound economic, social, and environmental system for future Canadians transcends short-term or private interests. It is the responsibility of all levels of government in Canada to coordinate their efforts regarding current problems and their long-term socio-economic and environmental effects.



## Chapter 5





## JURISDICTION

Jurisdiction with respect to land generally derives from two sources: ownership and legislative competence. By virtue of provincial legislative jurisdiction pursuant to section 92(13) of the British North America Act, 1867, over property and civil rights in the provinces and pursuant to section 92(16) over matters of a merely local and private nature, the provinces clearly have exclusive legislative jurisdiction over the general regulation and control of land use within their boundaries. With ownership of much of the land in the provinces (though largely in less-populated areas), and with almost complete ownership of the mineral resources in some provinces, there is extensive authority for the provinces to regulate land.

At the same time, Parliament has a limited scope to regulate the use of land for certain federal purposes. For example, the use of land in and around airports and harbours can be federally regulated insofar as such regulation is necessary to ensure the effective operation of airports or port facilities. The use of land for railways and other federally-regulated works or for interprovincial undertakings similarly falls within Parliament's jurisdiction. There is also federal jurisdiction to regulate land on Indian reserves since "land reserved for Indians" is a matter within exclusive federal jurisdiction pursuant to section 91(24) of the BNA Act. Parliament has plenary legislative jurisdiction with respect to the Yukon and Northwest Territories.

Parliament controls the Crown lands that are owned by the Federal Government; these include national parks, airports, defence establishments, harbour sites, government buildings, Sable Island, and 99 percent of the land in the Yukon and Northwest Territories. In areas like the National Capital

Region where the Federal Government owns a considerable percentage of all the land, federal ownership has a significant impact on adjacent lands.

Parliament and the provincial legislatures, in exercising their jurisdiction with respect to other matters, often directly or indirectly affect the use of land. For example, agricultural policies adopted by Parliament, pursuant to its concurrent but overriding jurisdiction under section 95 of the BNA Act to legislate with respect to agriculture, will affect the use of land for agricultural purposes. Federal legislation or agencies that approve the location of railways, airports, harbours, defence establishments, and nuclear facilities obviously determine the use of land for these purposes and thereby have considerable impact on the use that is made of adjacent lands. Similarly, federal dairy, transport, and housing policies will directly affect land-use patterns. Probably the most significant way in which the Federal Government affects the use of land is through its "spending power"; examples of this are the funds provided under legislation such as the National Housing Act, the Agricultural Stabilization Act, and the Farm Improvement Loans Act.

Land use is affected by the different programs and activities of all levels of government. Land-use planning on privately-owned land is a municipal or regional function, supervised by the provinces. Land taxes are levied by most municipalities. Licencing of resource exploitation is a provincial function except in the Territories. The Federal Government's only authority to regulate the use of private land within a province is associated with the environs of airports for purposes relating to their use and operation and to the navigation of aircraft. Subsidies are paid by the

Federal Government to support farm prices, to encourage employers to locate in designated areas, and to enable low-income families to buy houses. All levels of government can own land and can expropriate private property for public purposes. All levels of government can affect land use by investing in public services like dams, railroads, sewers, and roads; the decision of where and when to make these investments can have profound effects on the level of economic activity and on how land is utilized in any locality.

### Federal Role

The many programs and policies of the Federal Government have a bearing on land and its use through examples like the following:

- a) Fiscal Policies -- Federal monetary, taxation, and trade and tariff policies influence the level of economic activity and its sectoral and regional distribution through the entire country. The level of activity affects the amount of land used for various types of production in different parts of the country. Tariffs support production of particular commodities. Income tax regulations, the National Housing Act, and the mortgage rate as set by the Bank of Canada all have an impact on the economics of particular land uses.
- b) Sectoral Support Programs -- Income-support and credit-assistance programs in various economic sectors, particularly in agriculture and industry, affect the economic climate for those sectors; thus, the extent of their activity, their ability to compete with other sectors for land, and their management of land are influenced by federal support programs. The Agricultural Rehabilitation and Development Act (ARDA), the Industrial Development Bank, and mining exploration programs are examples of sectoral support programs that have a substantial impact on the land utilized by each sector.
- c) Regional Development Programs -- The Federal Government directly affects land use in less-developed regions of the country through development programs designed to stimulate economic growth. These programs are carried out by the Department of Regional Economic Expansion (DREE),

and in the Yukon and Northwest Territories, by programs within the Department of Indian and Northern Affairs; federal programs encourage the use of land for industry, the expansion of resource development, and the use of land for associated community development.

Photo by J.D. McCuaig



Last Mountain Lake, Saskatchewan. The Federal Government preserves wildlife habitat throughout Canada through the Canadian Wildlife Service and Parks Canada.

- d) Federal Lands and their Management -- Public lands under the administration of the Federal Government account for 40 percent of Canada's total area. Provincial crown lands comprise 50 percent and privately-owned lands 10 percent of the nation's area. The Yukon and Northwest Territories contain 97 percent of the federal lands. The remaining 3 percent is located in the provinces and is used to support the programs of federal agencies. Approximately 90 thousand hectares of federally-owned land are strategically located in metropolitan areas. These urban lands are devoted to ports, airports, office complexes, and other significant uses that influence the form and the transportation patterns of cities. Non-urban federal holdings like national parks, military reserves, and Indian lands have a direct effect on rural land use and are significant in many local economies; they create demands for transportation and other services and have a significant impact on local employment opportunities.



In 1973, the Federal Government adopted a policy for the general management of federal lands, exclusive of territorial lands, national parks, lands owned by Crown corporations, and Indian lands. This policy is administered by the Treasury Board Advisory Committee on Federal Land Management (TBAC/FLM). Representatives of the Ministry of State for Urban Affairs, Canada Mortgage and Housing Corporation, Public Works, Environment Canada, and Treasury Board (Chairman) comprise the TBAC/FLM. The Committee plays a key role in decisions pertaining to the acquisition of land by federal agencies, proposed changes in the use of federal lands, and the disposition of lands declared surplus to federal needs. The principle underlying the Federal Land Management Policy is that federal lands should be managed so as to combine the efficient provision of government services with the achievement of wider social, economic, and environmental objectives. The TBAC/FLM provides the Government with a powerful coordinating mechanism for dealing with federal lands and for working more effectively with provinces and local governments in reaching mutually acceptable solutions to land-use problems involving federal lands.

Photo by NFB-Phototheque



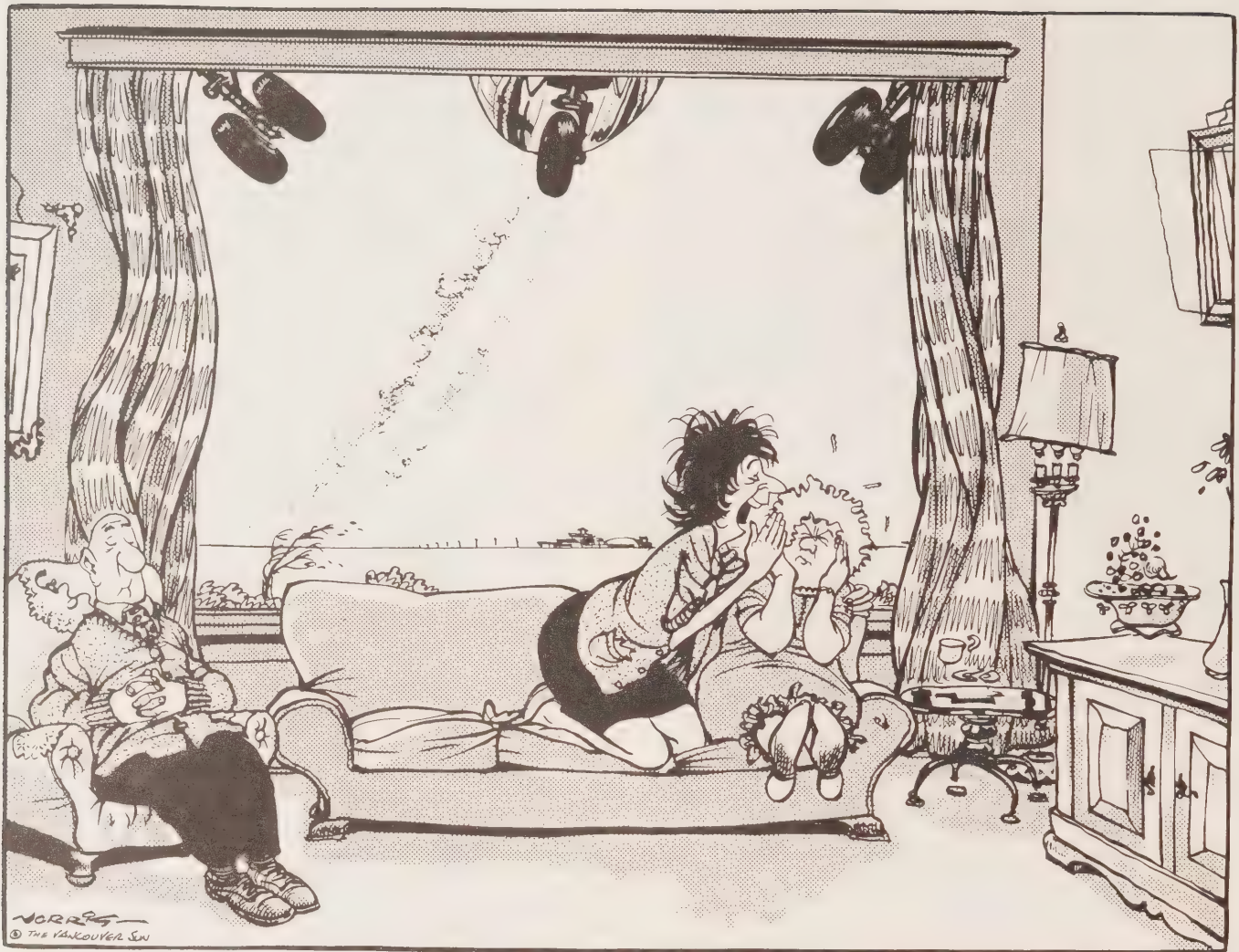
Vancouver Harbour. The National Harbours Board provides harbour facilities and regulates the use of harbour lands.

- e) Regulatory Powers in Transportation -- The Federal Government's regulatory powers over transportation rates, particularly freight rates, have a direct bearing on where certain industries decide to locate; those using high-bulk, low-value inputs (minerals, grains, and forest products) are most notably affected. The location of associated secondary industries and often the economic vitality of some regions at the expense of others are also determined in part by transportation rates.
- f) Research and Information Activities -- The Federal Government undertakes a variety of research and development activities pertaining to various aspects of land use. These programs include: the Canada Land Inventory; soil surveys; geological surveys; wildlife surveys; National Research Council activities in transportation and energy development; the land and infrastructural mapping program of the Canada Mortgage and Housing Corporation; forestry research; crop development programs; and commodity research. Information about recent developments provided through agricultural extension, technical and information publications, and seminars influence the decisions taken by land managers and suggest new possibilities for land use.

## Federal Interests in Land

It has been demonstrated that both senior levels of government exercise jurisdiction and influence over land and its use in Canada. Therefore, the means to deal with land issues are also shared. Some federal programs are particularly designed to have an effect on land use, but the most substantial federal impacts on land tend to be secondary results of programs primarily intended to achieve other goals.

The Federal Government has an interest in land through a wide variety of departments and agencies. These include the interest of Parks Canada and the Canadian Wildlife Service in special lands, the interest of Canada Mortgage and Housing Corporation and Inland Waters in hazard-prone lands, and the concerns for specific lands managed by the Department of Indian and Northern Affairs, the Department of Public Works, the Ministry of Transport, and the Department of National



*"I said . . . we were one of the lucky ones . . . not expropriated for airport expansion."*

February 1, 1973

Defence. Environment Canada, Agriculture, Energy Mines and Resources, Canada Mortgage and Housing Corporation, the Department of Public Works, and the Ministry of Transport all have land-analysis programs for their own purposes. Environment Canada, the Department of Public Works, Canada Mortgage and Housing Corporation, and Treasury Board are also responsible for policy review for federal lands.

### **Federal Responsibility**

The Federal Government through its concern over land-use issues and in spite of its jurisdictional limitations in dealing with these issues does affect land use. Because of this, the Federal Government has a responsibility to ensure that its efforts are directed towards the best use and the wise

management of the land resource on behalf of all Canadians. The Federal Government also has an obligation to see that, where feasible, its actions are coordinated with and complementary to related provincial policies and programs. Because of its concern for land as a vital national resource and because of the impact of its policies and programs on land use, it is essential that the Federal Government formulate a coherent land-use policy that will direct its effects on the land resource and on the way land is used. To these ends, and in response to requests by the provinces in bilateral discussions, the Federal Government should develop a statement of policy with respect to federal influence on land and land use; it is essential that this policy be implemented within the framework of government.



## Chapter 6





## CONCLUSIONS

The Interdepartmental Task Force on Land-Use Policy reviewed major land problems and land-use issues in Canada. During this process, several issues that were the subject of considerable public concern were identified. These included the loss of high quality agricultural land, the rising cost of land for both residential and agricultural purposes, and the lack of conservation of heritage sites, natural resources, and valuable urban and natural environments. There was also widespread concern expressed for the future availability of renewable and non-renewable resources and for the proper use of hazard-prone lands. The urgent need for a coordinated response to these and other land issues by all levels of government has in itself become a public concern.

The Interdepartmental Task Force has concluded that the Federal Government exercises a substantial influence on the use and management of land in all parts of Canada. Through its fiscal and monetary policies, proprietary responsibilities, research efforts, and specific incentive and support programs, the Federal Government affects not only the land it owns, but also land in private and provincial ownership. The effects on land cannot at present be adequately considered in policy and program formulation because the means for such assessment do not exist, even though the Federal Government is clearly responsible for the impact of its own policies and programs.

The land and the products of the land are important to the Federal Government in the achievement of national goals in economic development, regional balance, and

international trade, and in the maintenance of the standard-of-living and the quality of the environment. The sound management of the land resource is germane to the achievement of many of these goals. It is in the interest of the Federal Government that its policies, programs, and influence, alone and in cooperation with other governmental bodies, should be directed towards the encouragement of the best use and management of Canada's land resource.

Throughout the work of the Interdepartmental Task Force it has been clear that the means to affect land use and to achieve any objectives for land are shared between all levels of government. In the provinces, the means that directly affect the use of private and provincial lands are within provincial jurisdiction. In the territories and on federal land, direct action to affect land use and land management is within federal jurisdiction. The policies and programs of all levels of government also influence individual land-using activities in a manner that could be either supportive of or detrimental to the aims and objectives of other levels of government. Because of this division of influence, programs and policies are often uncoordinated and mutually damaging effects can result. The scope of land problems often transcends jurisdictional boundaries, further complicating their solution. No single level of government can unilaterally solve all land problems because the factors influencing land are so diverse. In the opinion of the Task Force, it is essential that there be coordination and cooperation between the various levels of government on all matters that affect land.





## Chapter 7





## RECOMMENDATIONS OF THE TASK FORCE

If the major land problems that affect Canada now or in the future are to be satisfactorily resolved, concerted effort is required in several areas. The Task Force recommends that the Federal Government should:

- 1) adopt a policy that will establish its approach to the wise use and management of Canada's land resource;
- 2) establish an Interdepartmental Committee to coordinate federal land research and land-using activities and to implement federal policy with respect to land;
- 3) establish a set of land-use guidelines to direct its departments and agencies in those activities that could influence the land resource and its use;

- 4) recognize the legislative jurisdiction of the provinces with respect to land and endeavour to support the provinces in their land-use policies and activities wherever these are compatible with the interests of the Federal Government;

- 5) continue to provide the Canadian public with basic information on the characteristics, capability, and use of the land resource;

The challenge to the Federal Government is to take the initiative and accept the federal responsibilities with respect to land and the federal role in land problems. The current and emerging land problems will not disappear and a timely response may avert foreseen problems and conflicts. There is a clear and pressing need for a federal policy on land use at this time.













